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United States Department of State

Washington, D.C. 20520

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TO: AF - Mr. Brynn  
THROUGH: AF/C - Arlene Render *AR*  
FROM: AF/C - Kevin Aiston *KA*  
SUBJECT: Interagency Meeting on Rwanda Peacekeeping

I. PARTICIPANTS AND PURPOSE

You are scheduled to chair an interagency meeting on peacekeeping in Rwanda on Thursday, August 26, at 3 PM in Room 6245. The purpose of the meeting is to give the interagency group an opportunity to hear Ambassador Flaten's perspective from the field.

Representatives from the NSC, OSD, JCS, CIA, IO, USUN, PM, and P are expected to attend the meeting. Arlene Render, Reed Fendrick and I will also be present. Our goal is to persuade the interagency group that a peacekeeping force is urgently needed in Rwanda and that we should work with the French to come up with an agreed position on the type of force necessary, which we can then communicate to the UN Secretariat.

This meeting is a follow-up to an earlier meeting on August 6, chaired by DAS Bushnell, which considered various options for a peacekeeping force. At that meeting, we tried to persuade the interagency group that the option favored by Ambassador Flaten, which focuses on quick deployment of a small UN force in Kigali to allow the new government to form, was the best available option. OSD and others expressed concern that the mission of this proposed force was too vague and/or broad.

Following the August 6 meeting, we prepared a memorandum containing a detailed but flexible mission statement and circulated it for clearance. We expect that this memorandum will be discussed at tomorrow's meeting and have recirculated it as an attachment to your August 26 memorandum announcing the meeting. IO, OSD's peacekeeping office, and others still have not cleared on our memorandum and cite various concerns, particularly cost and the fear of "mission creep" from peacekeeping to peace enforcement.

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II. KEY POINTS

- o There is an immediate need for deployment of a UN-led Neutral International Force (NIF) in Rwanda to provide the necessary security for the installation of the new transitional government and to begin the process of implementing the peace accords.
- o If the international community fails to act quickly, the peace process may unravel, leading to renewed fighting and continued humanitarian aid to the one million displaced (expected to cost the USG at least \$35 million this year).
- o The USG has made conflict resolution and democratization top foreign policy priorities. The only sure way to realize these goals in Rwanda is through deployment of a peacekeeping force to help implement the peace accords.
- o As stated in our memo, we believe that deployment of a small force (perhaps 500) is required to create a climate of security so that the RPF will be willing to join the new coalition government. Once the government is up and running, confidence might be high enough to allow the later stages of the peace implementation process to proceed without the need for deployment of additional peacekeepers.
- o This proposal is the most cost-effective of all options under consideration, and will satisfy the immediate need for security in Kigali. Assuming a force of 500 at UN assessed rates, the USG's estimated share would be only \$4 million for an initial 6 months deployment.
- o The French have proposed a similar, although larger force. They agree with Ambassador Flaten's assessment that the key to the success of this operation is rapid deployment of a modest force in Kigali. They also propose a UN force of 500 in Kigali, although they believe that a total country-wide force of 1000 is required to oversee the entire implementation process.
- o We believe that the U.S. should, if possible, try to reach a compromise with the French and present a common position to the UN Secretariat before the Secretary General releases its planned report on peacekeeping needs in Rwanda. If we fail to reach a consensus on this issue, we will miss the opportunity to provide meaningful input to the Secretariat, and may as a result be faced with a report that proposes a far more expensive and costly force.

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### III. BACKGROUND

After over one year of negotiations, the Rwandan Government and the RPF signed a peace agreement on August 4, ending nearly three years of war. The peace accord provides that the five current government parties and the RPF will form a broad-based transitional government within 37 days of the signing. The political parties are now actively preparing for the new government. The designated Prime Minister, Faustin Twagiramungu, who represents the main Hutu-based opposition party (MDR), even met recently with RPF leaders to discuss the future government's program.

Before the RPF can enter the new government, its officials must have adequate security in Kigali. The parties expect deployment of a Neutral International Force (NIF) to create the necessary climate of security. The parties have also agreed that the NIF should oversee troop encampment, disarmament, integration, and demobilization.

Until the NIF arrives, the parties expect the OAU's Neutral Military Observer Group (NMOG) to provide the necessary security. The NMOG now contains 30 Senegalese and 25 Congolese, with 60 Tunisians expected soon, and possibly 40 or more Egyptians to come later. The OAU and the parties envision that the NMOG will ultimately be folded into the NIF. Both sides expect that the UN will lead the NIF. Although the RPF has said it would accept either a UN or OAU force, the GOR insists on a UN force because it views the NMOG as pro-RPF and thinks the OAU is incapable of mounting a credible NIF.

The GOR has also agreed to allow the RPF to bring up to 600 soldiers to Kigali to provide security for RPF officials. However, the RPF troops apparently will not enter Kigali unless at least 500 international peacekeepers are already in place and the 300 French forces now protecting the expatriate community have withdrawn.

A 14 member UN reconnaissance team arrived in Rwanda on August 19 to gather information on peacekeeping needs. Their internal technical report is expected to be ready on September 4. The Secretariat is then expected to prepare a final report to the Security Council.

Although Rwanda is relatively peaceful right now, a local official linked to Hutu extremists was assassinated this past weekend. This is the second assassination of a political figure in recent months, and, as in the previous murder, the police have no suspects or leads.

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